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Top Management in the Police:
Case Study of a State
Police Organization

by

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ERRATA

Page	Line	In place of	Read
1.	11	to-management	top-management
4.	18	crowed	crowd
5.	22	exained	examined
9.	10	Polie	police
10.	8	chening	changing
12.	12	separate	separate treatment.
16.	7	stain	station
19.	22		we
22.	Fig. 1	AIG, Service	AIG
26.	2	office	officer
	19	lower	lower
40.	14	gores	goes
49.	10	ther	other
55.	11	to-management	top-management
62.	26	be	the
65.	8	consumption	assumption
	17	disjoined	disjointed
70.	12	instruction	intervention
	20	putput	putput
72.	1	best	beat
77.	FN 4	higher	bigger
79.	27	other	one
80.	15	will	well

P R E F A C E

On an assignment from the Bureau of Police Research and Development, a study was conducted on the structure and functioning of 'top-management' in the police organization. The present report is an outcome of this study. In the initial stages of field investigation, Prof. Ishwar Dayal, former Director of IIPA, was actively associated with the project. His help was invaluable in preparing the design, sharpening the methodology, and collecting field data. He left the Institute to accept National Fellowship of the Indian Council of Social Science Research. Although he could not participate in writing up the report, his brief association with the project needs to be acknowledged with gratitude. It is a pilot investigation in to the top structure of the police organization based on field study in one particular state. The idea is to do the initial probing in one organization, and depending on the findings of the study, the scope of inquiry could be extended to similar organizations in other states which might reveal useful comparative knowledge on the superior management structure of police organization. 'Top management' has been defined here to include the office of the Inspector General of Police and the Headquarters Organization of the Police, and the offices of the Range Deputy Inspectors General of Police. The present investigation includes a hurried glance at the field organization to understand the kinds of interactions that exist

between the top management and the field organization headed by the Superintendent of Police. A fairly elaborate analysis has been made of the organization and working of the 'top-management', as defined here. Based on this survey, certain observations have been made on the possible reorganization of the top management. It needs to be emphasised that this is essentially a preliminary investigation of a pilot nature, and hopefully more detailed and comparative studies will follow in future. Since the study draws on the situation in one state only, one is expected to find in the narrative many local peculiarities all of which may not hold good for organizations elsewhere in India. Yet, we believe the report brings out salient characteristics of police organization that are of sufficiently general import. Our substantive interest is in broad general issues rather than minor local details. Level of generalization can obviously be extended far more firmly, if further studies are pursued on top management in a number of states.

The study was greatly facilitated by the ready and ungrudging help rendered by the police officers of the concerned state. The Home Secretary and the Chief Secretary spared their valuable time to exchange ideas on policing problems. Shri Venugopal Rao, Director of the BPRD, had taken personal interest in the study and helped making contacts with relevant people. We are grateful to him for all his help. Shri R.N.Haldipur, the present Director of IIPA, deserves our thanks for having gone through the first

draft minutely and making valuable comments on it. For any error or omission, of course, nobody else can take the responsibility but ourselves.

KM

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NEW DELHI

December 31, 1975.

INTRODUCTION

Our substantive concern in this research is to examine the existing top management structure in the police organization. We have analytically dissected the entire state police management structure in three distinct parts - the junior management at the level of ground operations, the middle supervisory level, and the top directing level. The components of each level are discussed later in this section. We are hypothesising that to monitor results, to get continuous feedback from the ground level, to scan the environment systematically in order to read cues for organizational adaptation, and actually to undertake planning for better performance, to-management in police organization has to have a structure befitting the tasks that it has to handle. In a dynamic situation, the structure cannot be something static and hide-bound. Yet, it has to have the capacity to do the needed tasks and a certain flexibility to cope with changes. We are attempting to study the actual organizational layout and suggest changes in top management.

As one of the oldest branches of public administration, police administration exhibits many striking organizational features that, in most instances, have roots in history. The designations of key functionaries, the layout of the organization from state headquarters to police station, the successive levels

of management, interrelationships between revenue and police administration - all these evolved over a long period of time in history. Change in public administration does not take place very easily. The structure of police organization that was primarily built in the 19th century has witnessed piecemeal changes from time to time. But in its essentials, the structure, bears clear imprint of the last century. The question that needs to be answered, therefore, is: can we solve today's and tomorrow's problems by means of yesterday's organization? In other words, what changes are needed to render the organization fit to cope with vital changes in the environment?

Since Independence, there have been, many important changes in the 'task environment' of the police organization. With the inauguration of the democratic constitution, political competition has increased by leaps and bounds. As the political parties have been vying with each other to gain influence over the voters, this process has gradually led to the politicisation of the masses. Radical transformation of the Indian masses from largely passive, disorganised groups to active, conscious and organized citizenry is a remarkable phenomenon in post-Independent India. Rise in literacy rate, intense political campaigns, involvement of the youth in the political processes - all these have brought in their trail mounting public expectations from the government system.

Growing articulation of public demands of all kinds has been putting tremendous pressure on the public system which, if it has to survive, must find ways of meeting the demands. The 'revolutions of rising expectations' have been sought to be met through the device of planned socio-economic development. Planned efforts, in turn, have ushered in changes in social and economic structures. Industrialization and urbanization, improvement in transport and communications have led to population shifts between locations and have given to increased mobility of population. The cumulative effect of all these has been to throw a severe burden on the law-and-order maintaining apparatus of government. A society in transition is expected to release forces of change which need to be carefully engineered to make steady progress feasible. It is common knowledge, therefore, that the police organizations in all the States have been shouldering enormous responsibility during this period of socio-economic change. They have to maintain law and order, and keep down social delinquency; at the same time, they cannot afford to violate the accepted norms of democratic polity. Nor can they be allowed to thwart the beneficent forces of change.

In its dealings with the public, the police organization has thus to reckon with the norms of a

democratic system. With the rise in literacy and with increasing politicisation, the members of the public have been vociferous in demanding changes in police attitude toward the lay citizens and prompt redressal of complaints and grievances. Today, the informal supervision of police operations by the citizens has become a real force which is as important as formal supervision in-built within the organization.

Demands for changes are also generated by the organization itself, as it seeks to enhance its coping ability with changed environmental conditions. Familiar examples of such changes are police organizational efforts to deal with the mob, occasional riots, sophisticated crimes, urban traffic management and so on. In fact, the police organization has intermittently been adapting itself to changes in its task environment.

Changes in police transportation and communications system, crime investigation methods, crowd control operations - all these exhibit traces of conscious adaptation to changed conditions. In sensing the course of change and charting out the direction of change, the top management has almost exclusive responsibility.

Focus of research

Our subject of research has been generally

indicated as 'top management in police administration'. The phrase 'top management' implies a hierarchy and a differentiation in organizational activities. 'Hierarchy' is a familiar characteristic of all organizations. It manifests itself in ascending levels of authority, each level enjoying a certain share of authority and the topmost level representing the highest authority in the organization.

The concept of managerial hierarchy has to be understood in the context of technology of work or the nature of task. A specific kind of work may require certain levels of authority which may not be necessary in other kinds of works. The characteristics of work give rise to organizational features such as levels of hierarchy, nature of supervision, distribution of authority, span of control etc. Research has proved that it is the nature of work - its technology - that goes a long way to determine the nature of social organization necessary to perform the task. In studying police hierarchy, especially at the top level, the peculiarity of specific tasks reposed in top management has to be carefully examined. Conceptually 'management' is an activity that is distinguishable from 'operating activity'. The distinction essentially is between 'directing' and 'doing'. Peter Drucker (1974) has succinctly outlined the uniqueness of top management as distinguished from other managerial units in an

organization. To quote him:

"Every managerial unit other than top management is designed for one specific major task- whether the organization is structured on functional lines, in teams, on the basis of decentralization, or on the systems approach. Every building block of organization is defined by a specific contribution. The one exception is top management. Its job is multi-dimensional. There is no top management task; there are only top-management tasks. And this is just as true for public-service institutions as it is for business".

In police organization, analytically one can distinguish between three levels of management in terms of spatial location and hierarchical status. At the ground level where most police operations take place, the junior management in charge of affairs consists of the Inspector, the Deputy Inspector, the sub-inspector and the Assistant Sub-Inspector. One step above them is the middle management level consisting of the sub-divisional police officer and the district Superintendent of Police. The SP is in overall field control of the organisation and operations within his district jurisdiction, and the SDPO represents the SP in the subdivision and acts as the eyes and ears of the SP. Beyond this is the top-management which consists of the functional and territorial Deputy Inspectors-General of Police and the Inspector-General of Police. Away from direct operational responsibilities these top officers at the highest reaches of the pyramid

are supposed to keep an overall watch over the organisation and its operations in order to maintain the momentum of police efficiency throughout the state. The territorial DIGs holds way over the districts under their charge - three or four on an average. The technical DIGs look after specific technical branches such as the CID, Vigilance, Railways and Armed Police etc. The apex organisation is the chief office or the Office of the Inspector General of Police which is statutorily empowered to oversee the entire state police force in order to keep it fit and well-maintained.

In this study, we have first concentrated on the constituent 'building blocks' of the police organization through a quick review of the tasks and structures at bottom and middle levels. The organisation and functions of top management have subsequently been discussed.

The overall question that we are seeking to answer is: how can the police management structure be so organized as to facilitate smooth and unhindered production of 'results' at each stage. The tasks and structure of 'top management' need to be closely related to this facilitation of 'output' production.

At this stage, we are in a position to pose a few key questions which we are seeking to answer through research:

1. How are the different levels of management interrelated to perform the total task of police organization?
2. What tasks are actually being performed by the top-management and how far is the structure of top-management suitable for the tasks that it is called upon to shoulder?
3. What changes are needed in the tasks and structure at the top level in order to enable the top-management to play the role expected of it in the context of changing environment and technology of work?

Research may not be able to provide cut-and-dried answers to the questions. Yet, we expect to come out with findings that might sensitise concerned authorities to needed changes in the organization.

The present study is basically exploratory in nature. To understand the structure and tasks at lower levels and their linkages with higher levels, field studies were conducted in two districts of a state - one urban, and another predominantly rural. The particular state was chosen as locale for two reasons. There was ready assistance from the police authorities in that State for the study. Also, since the police organisation there has been undergoing change under the impact of a recent Police Commission Report, we thought that the organisation in that state would now be much

more change-oriented than others. The choice of two types of districts was dictated by the consideration that in two different ecological settings, the police organizations and operations would show distinct differences in response to differing environmental conditions. The nature of inter-relationship with higher levels and the degree of interactions would also differ in two dissimilar situations. Fieldwork for understanding top-management was confined to the office of the DIG and the Chief Office at State Headquarters including other police technical establishments located therein. We expect to extend the coverage of the study in future depending on the reception accorded to the data and findings of present research. Admittedly, because of one - state sample, the study contains organizational data which have a strong local flavour. Our interest is, however, not so much in local details peculiar to a specific state as in the broader issues relating to management structure and operations at the top level. Hopefully, the study will raise questions which will be considered by other state police organizations and help them in finding their own solutions.

II

State Police Reforms

The discussions of police organizational changes in the state of our choice must start from the report of the Police Commission which reached certain conclusions after a comprehensive inquiry into various aspects of policing. The state included in our field study is one of the few constituent units of federal India that have been taking constant care to update the police organization in the face of changing environmental conditions. The recent Police Commission in that state has said eloquently about the standard of state police operations. To quote the Commission: "The Police Department of the State performs its functions at best as efficiently as the best among all the states in India. Indeed, in the application of scientific methods to crime detection, it has often taken the lead and set the pace of technical advancement. The Commission Report covers the whole range of the organization and operations of the Police Department. Despite such formidable coverage, the Commission has been successful in separating the grains from the chaff. The recommendations touch on the vital issues of police organization and operation. What is particularly striking is that the Commission has assiduously undertaken survey and investigations to reach conclusions on the basis of carefully assembled empirical data. From the standpoint

of our study of management structure, we need to take note of the relevant recommendations of the Commission aimed at improving the management of state police organization.

Major Recommendations:

The major recommendations of the Police Commission can be broadly grouped under three classes relating respectively to:

- (a) reorganization of 'police establishments' at different levels;
- (b) changes in personnel structure and augmentation of service benefits; and
- (c) modernization of police organization in terms of supply of technical hardware.

We will be discussing each class of recommendations by turn, but for our purposes the proposals relating to the organization of police establishments are of considerable significance. The Commission appreciated that increasingly police work at every level has not only been increasing in quantitative terms, but also becoming more and more complex because of variety of reasons. To quote the Commission:

"Not only have police work-loads been increasing but the work too has been increasing in complexity. This

calls for personnel at various levels, possessing higher qualifications, experience and skills than at present. It also calls for a division of functions at various levels of the organization, so that there will be specialized handling of different types of work in accordance with their degree of complexity. Law and order demands are exacting, while crime is getting more sophisticated and traffic problems calling for special attention. Training, transport, communications and other facilities have to be expanded".

In their reorganization proposals, the Commission focussed attention on the policing problems of major urban areas and the rest of the State. The policing problems of a vast sprawling metropolitan area naturally call for separate organizational features recommended in the case of major urban areas are notable for increasing organizational specialization and complexity in response to the special demands of the metropolitan situation. One may infer from this that intense urbanization is expected to generate peculiar policing problems that would have to be solved with the help of suitable organizations.

For the rest of the State, the Commission have suggested

functional and territorial changes at appropriate levels. At superior levels - the range and the district - the approach has been to "provide better, balanced charges". As a sequel to suggested territorial readjustments, some changes have been effected in the range jurisdictions of the Deputy Inspectors General of Police. Otherwise, no major changes have been proposed in the role and responsibilities of the range DIG.

At the level of the district Superintendent of Police, The Commission recommended, in limited cases, the creation of more viable charges by bifurcating larger districts.

The district Superintendent of Police has under him:

- (i) Armed reserve;
- (ii) District Crime Branch;
- (iii) District Intelligence Bureau;
- (iv) District Special Branch; and
- (v) Other miscellaneous units concerned with transport, stores etc.

One important recommendation of the Commission is to divide district armed reserve into two parts, mainly, the district reserve located at district headquarters and the subdivision reserve consisting of detachments located at each subdivision headquarters.

The district Crime Branch is an investigation agency which handles complicated or grave cases or cases having widespread ramifications that need to be specially handled. No major change has been proposed in the District Crime Branch.

The District Intelligence Bureau serves as a clearing house of information and statistics on crime and criminals. The Commission envisages take-over of much of the work of the District Intelligence Bureau, related to recording and analysis of information, by the Computer Centre at the state level.

The District Special Branch is responsible for collecting political intelligence. No major change has been proposed in its organization.

To handle the problems relating to police transport and equipments, the group of units entrusted with this work has been redesignated as 'headquarters reserve'. The district level police organization with these minor changes, remains virtually intact. In fact, the Commission have been more anxious to bring about changes at lower levels where actual operations take place.

Local Police Establishments

Local police establishments consist of the subdivisions, the circles and the police stations. At the apex

of the 'local police organization' the subdivision is a vital territorial unit placed incharge of a gazetted police officer. The Commission have attached considerable importance to the strengthening of the subdivisional police organization. As already mentioned, the subdivision will be having detachments of the district armed reserve for use at short notice. To help improve normal police work, it has been proposed that a crime inspector be attached to every subdivisional headquarter to take charge of investigation and prosecution of all grave crimes in the sub-division, and assist the sub-divisional officer in the study and analysis of crime and coordination of all prosecution work. The sub-divisional officer will be responsible for both law and order and crime work. The general approach of the Commission has been to reduce the average population load of a sub-division to make the unit more manageable for the officer incharge. It has been proposed that the number of subdivisions be increased from 69 to 102.

At the next level below the subdivision, a circle is headed by a Circle Inspector. The Commission have recommended that the number of local police circles should be increased from 182 to 536. Such increase has been justified on the

ground that it is necessary "to shift the base of local police responsibility from the sub-Inspector to the Inspector" who is an officer possessing adequate experience and who is most suited to maintain the right relations between the police stations and the local public. The Commission have recommended the creation of three categories of circles:

- (i) Urban one-stain circle;
- (ii) Semi-rural two-station circle; and
- (iii) Wholly rural two-station circle.

As shown in Table I, the staffing arrangement will change according to the peculiar nature of the circle.

Table I : Staffing of Circles

Nature of Circle	Number of Stations	Staff	
		Crime	Law and order
Urban	1	Dy. Inspector (1)	Dy. Inspector(1) Sub-Inspector(1)
Semi-rural	2	Dy. Inspector (1) (for whole circle)	Sub-Inspector(2) (One per station)
Rural	2	Nil	Sub-Inspector(2)(One per station: no division of crime and law and order functions

Note: Each circle is headed by a Circle Inspector

An important recommendation of the Commission is that the area of every two-station circle should as far as possible coincide with the area of a Rural Development Block, or with that of a medium-sized municipal town, or with a combination of both.

As regards police stations, the major reorganization proposal relates to two things:

- (a) relieving the police station of certain functions that detract it from performing its primary responsibilities; and
- (b) creation of a new class of constables to improve the quality of police work.

It has been recommended that no police station should supply constabulary for 'bandobust duty' outside the local police circle. Every police station should be relieved of primary responsibility for performing the functions connected with prohibition enforcement, traffic control and provision of armed guards for sub-jails, sub-treasuries etc. These functions should be transferred to the Armed Reserves and other special establishments provided at the sub-division level. Thus, primary responsibility for prohibition enforcement is pushed upwards to the Sub-divisional level. Local police stations are mainly to furnish intelligence to sub-divisional mobile parties and provide necessary assistance. In most sub-divisions, there should be one traffic station each with a complement of staff. At the constabulary level, the Commission have

suggested bifurcation of this category into two groups: Grade I and Grade II. It has been argued that "there are identifiably different levels of constabulary functions, which can be regarded as comparable to the differentiation between different skill-levels among factory workers". To be more specific, the Commission felt that such duties as 'sub-jail guard', 'escort' etc. need not be entrusted to constables having secondary educational qualification; whereas there are other duties like 'investigation', 'station writer' etc. for the discharge of which the possession of secondary educational qualification may be regarded as essential. So, for better performance of skilled work the Commission recommended the creation of Grade I category of police constables, while the Grade II category is equated to the existing constables.

In this way, by relieving the police station of some of its workload and by inducting a new class of better quality constables, the Commission have sought to refurbish the image of police station.

Two other important aspects of reforms suggested by the Commission relate respectively to personnel structure and technical modernization.

All members of the State Police Force except those relating to the Indian Police Service are members of the State Police Service and State Subordinate service. ^{The} Additional

Superintendent of Police and Dy. S.P. are encadred in the State Police Service. The Subordinate Police Service embraces all others such as inspector, sub-inspector, assistant sub-inspector, head constable and constable. The Commission have retained the State Police Service as a unified service with a single cadre for the entire state. The Subordinate Service, according to the Commission's recommendation, will be divided into two separate services known as the State Police Executive Service and the State Police Constabulary Service. The former is to be constituted for each range, and the latter for each district. The Executive Service will include categories at the level of inspector, deputy inspector and sub-inspector. It may be pointed out that the 'deputy inspector' is a new category of post recommended by the Commission. The Constabulary Service will consist of categories at the level of assistant sub-inspector, head constable, constable Grade I, and constable Grade II. As already mentioned, the category of constable Grade I, like the deputy inspector, is a new one suggested by the Commission in order to improve the quality of police work at the local establishment level. The Commission have also made recommendations about other service benefits and welfare measures which do not propose to include in this brief account. Also excluded

from this description are the recommendations relating to the Armed Reserve and the Railway Police.

The Commission's recommendations on technical modernization are directed mainly toward greater mobility, faster communications, and sophistication in crime investigation. Transport resources of the police have been sought to be increased considerably at all levels. A number of recommendations regarding installation of microwave trunk line, radio-telephones, teleprinters and facsimile transmitters have been made to introduce better and faster communications media. All district headquarters are proposed to be linked by VHF to the headquarters of all the police circles. Each district headquarter town will be having a control room with an adequate VHF network. P & T telephones will be provided in all police stations and outstations. To help improve crime work, it has been suggested that single digit finger print sections should be opened in all districts. Suggestions have been made to augment the staff of the State Forensic Science Laboratory. Another important recommendation is to set up a computer centre within the State C.I.D. for processing data on crime and criminals from all over the State.

At the level of the State Headquarters - the locale of the top management - the changes suggested by the Police Commission are of marginal nature. Below the Inspector General of Police, redistribution of functions has been suggested in the following manner to create 'balanced and viable charges':

1. DIG, CID : In addition to his present functions, he would look after those of the DIG, vigilance cell, so long as food controls continue.
2. DIG, Service : He will be responsible for all functions relating to the Police Services and their respective Service Rules; police manpower planning; recruitment and training, Police Training College and Schools, police welfare, traffic planning, and civil defence and home-guards.
3. DIG, Armed Police : He will be responsible for the control of the armed police battalions; the regimental centre; state level administration of transport, equipment and stores.

To assist the DIG Services, the creation of the post of an AIG has been recommended, and another AIG will be assisting the DIG, Armed Police in respect of police equipment and stores. Fig. 1 shows the layout of top-management as suggested by the Police Commission.

The elaborate technical modernization plan formulated by the Police Commission has important bearing on the future role of the top management at State Headquarters. For instance, the Commission has suggested the installation of micro-wave trunk line linking state Headquarters with

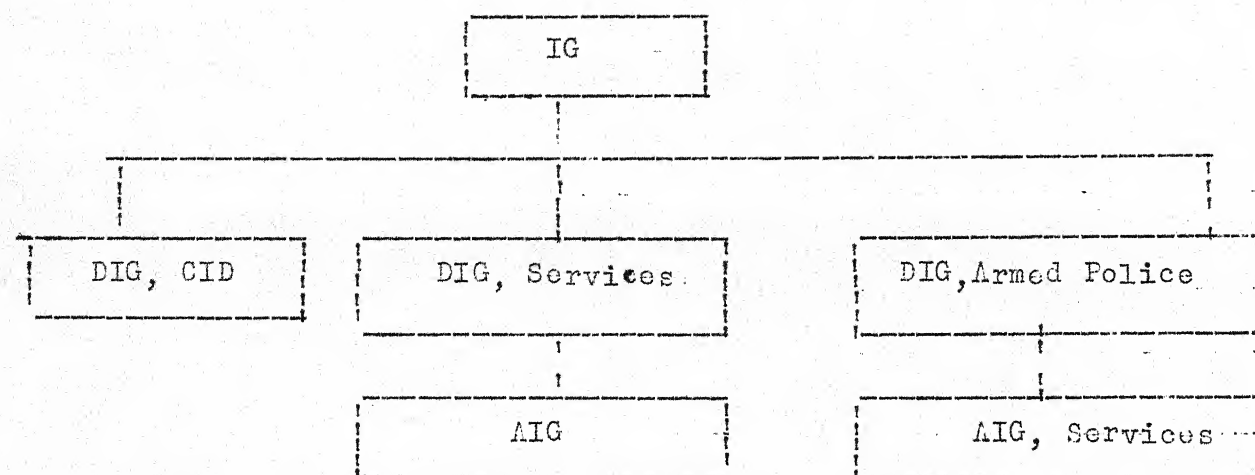


Fig. I: Headquarters Structure as recommended by the Police Commission.

all the District Headquarters. In the near future, the micro-wave net work is going to link the Inspector General of Police and the functional officers at the State Headquarters with all the District Headquarters and facilitate transmission of documents, and written reports, finger prints, photographs etc. For security work, a monitoring station has been suggested at State Headquarters. Besides, a recommendation has been made that all the State technical wings such as the Finger Print Bureau, the Forensic Science Laboratory, the State Crime Intelligence Bureau and the Police Research Centre of the CID should be housed in a common building to ensure more coordinated operations. The Commission have recommended the creation of a computer centre at the State level in the Crime Intelligence

Bureau of the CID to store systematically, for retrieval and use, full range of relevant data in respect of criminals on the records of all police stations. As the Commission have looked at the future, "the Headquarters stations of all circle inspectors will be linked by VHF with the District Police Offices, and every District Police Office will in turn be linked with State Headquarters with the facilities of VHF, Teleprinter or facsimile transmission. Crime information, photographs, finger prints etc. made available by police stations to the District Intelligence Bureau could be relayed immediately to the State Crime Intelligence Bureau for record or advice, and advice received relayed back to police stations within a matter of hours".

The future role and responsibilities of top management in the police organization are inextricably interwoven with this technical modernization plan, and what needs to be seriously considered is, with improved communication system and introduction of sophisticated gadgets, what functions will be concentrated at the top level and what others will have to be delegated to different territorial units. The relationship between the top management and the decentralised units has assumed new significance in the context of these far-reaching proposals of the Police Commission.

This, in brief, is a bird's eye view of the reforms suggested by the Police Commission in order to increase the efficiency of the State Police Organization. With the implementation of these recommendations,

the police organization is expected to give a much better account of itself in the future.

The Field Organization at Work

Our chief interest is in top-management. But the top echelon does not exist in a vacuum, its structure and functions cannot be understood without reference to the operations at the field level. For an adequate understanding of top-management, one has to find out what goes on down below on the ground where a number of field units are engaged in actual operations. In this chapter an attempt is made to capture the situation at the field level.

Gist of Police Commission's recommendations

The upshot of Police Commission's recommendations is that efficiency can be achieved by technical modernization of the police force, creation of new posts at appropriate levels and improving the compensation plan and welfare benefits due to the members of the force, readjusting the territorial boundaries of different units, and introducing suitable changes at the local police establishment level. In terms of alteration of the management structure of the police organization, most changes have been suggested at levels below the district. To recapitulate briefly, the Commission felt that the operational responsibility at the bottom level should be shifted from the traditional sub-inspector to the circle inspector. What they really meant is that the sub-inspector should work directly under the watchful

eye of the inspector who is a more experienced and responsible office available at the ground level. The sub-divisional police officer who normally coordinates the working of the units within his territory and supervises their operations will, according to the Commission's recommendations, henceforward have to undertake certain direct operational responsibility. This follows from the Commission's suggestion to push up the operational responsibilities relating to prohibition enforcement and traffic regulations at the level of the sub-division. Also, the sub-divisional officer will be having directly under his operational control detachments of the armed reserve. These tasks are in addition to his normal duties to supervise the law and order and crime work within his territorial jurisdiction. As earlier mentioned, no major changes have been proposed at other higher levels of the organization.

Our findings:

During our field investigations, we were interested to see how these changes had actually been worked out ~~and how these changes had actually been worked out~~ and how the changes at lower levels had their repercussions on the higher echelons of the organization. Since our substantive interest is in 'top management', the chain effect of organizational changes

at the local police establishment level on the DIG and above was carefully observed.

The concerned state Government has been very prompt in implementing most of the recommendations of the Police Commission. Technical modernization plan has been going on steadily, as we saw the police stations sending data on finger prints to the State Finger Print Bureau and computer cards on crime to the District Intelligence Bureau for onward transmission to the State headquarters. Police transport resources were gradually being increased. The most remarkable development, we could watch, was the VHF network. This has greatly facilitated communications between different levels in the organization, and one could see the beneficial impact on the organization as officers talked across their territories, information passed quickly from place to place and staff deployment was quicker than ever before especially in emergency. The future seems to lie in the gradual evolution of a cybernetic network that would transform the entire state police force into a highly integrated organization. We will discuss later how improvement in communications has actually affected the higher management structure in the present organization. Changes in personnel structure do not seem to have had the desired effect. For instance, the Grade I constable was inducted to improve the performance of skilled work. In practice perhaps this category has led to an invidious distinc-

tion between two classes of constables at the police station level. Grade I constables who are educated do not seem to have been fully engaged in crime work. They are mostly being used in scriptory work. Old generation station staff would be heard commenting that they detest crime work and cannot keep track of local criminals and bad characters as efficiently as the existing Grade II constables. Similar comments have been made on the work of the newly created deputy inspector. It has been said that the deputy inspector is more often used as the stationwriter to the circle inspector than for any other specialized job. It might be too early to draw any definite conclusions from this; yet these disfunctionalities need to be corrected in time to reap the full benefit of the newly introduced changes.

Structurally, however, the changes brought about mostly are intended to encourage job specialization. The more educated constable and the deputy inspector are expected to be engaged in crime work. Technical modernization has also facilitated improved crime reporting and investigation. In urban police stations even the staff has been divided into law and order, and crime work. All these are soon to promote specialization in police work which will have repercussion on the structure of top-management also.

At the level of the police station which is the main theatre of police operations, there are marked differences

between the urban station and the rural station in respect of their organization and functioning. In the urban situation, specialization and division of work have been recognized in the structure of police organization. At the station level, crime work, and law and order work have been separated and there are staff earmarked for each type of work. This bifurcation starts from the police station, continues through the circle inspector and the Dy. SP, and the two converge at the level of the Superintendent of Police. This is, of course, true of a predominantly urban district. In a rural district, however, such bifurcation is not to be seen. In fact, as we observed during field investigation, rural policing is much less formalized in the sense that there is an effort to make use of available rural social apparatus for police work, instead of deploying regular policemen on certain work. For instance, the village munsif operates with the police in police work. Usually, he would be reporting all local occurrences to the police. His thalvari would be standing guard over a scene of crime before police takes over the case.

Another peculiarity of the urban district is to have permanent special formations to deal with traffic enforcement and investigation. Aside from this, temporary formations are not uncommon specially when the urban police organization has to tackle

basically one-shot problems such as a sudden riot, a quick interception of a procession, raid on smugglers and anti-social gangs, or a special crime work. Because of the need for specialization and division of labour, the police organization in an urban district exhibits much more differentiation. The integration is achieved mainly through the focal office of the Superintendent of Police.

The management structure of a highly urbanized district, it seems, has necessarily to be different from that of a predominantly rural district.

Problems of Supervisory Boundaries:

It might be recalled that the Police Commission wanted the inspector to be the officer under whose close watch the police stations would function. The sub-divisional officer was also sought to be involved in certain operational responsibilities, in addition to his general supervisory work relating to crime and law and order. With a view to finding out the actual job-contents of the inspector and the sub-divisional officer, we examined their daily diaries over a period of time. The diaries of two inspectors - one looking after law and order and another engaged in crime work - were studied. Table 1 shows the major activities undertaken by the law and order inspector during the period covered by his diary.

Table 1

Job Contents of Inspector (Law and Order)

-
- | | |
|-----|---|
| 1. | Attending to station work |
| 2. | Attending meetings |
| 3. | Bandobust duty |
| 4. | Checking beats |
| 5. | Regulating traffic |
| 6. | Making enquiries about rowdies |
| 7. | Getting in touch with superior officers |
| 8. | Attending parade |
| 9. | Doing patrol duty |
| 10. | Apprehending criminals |
| 11. | Checking stores and government property |
| 12. | Attending Court |
| 13. | Investigating cases |
-

The job contents of the other inspector belonging to the crime branch are shown in Table II. On comparison, it appears that the law and order inspector is more concerned with law and order work, and the crime branch inspector has been more involved in crime work (which is borne out by frequent references to it in his diary). Still, there has been intermittent involvement of the law and order

inspector in crime investigation, and on the other side, the crime inspector has also been found engaged in law and order work. In both instances, the inspector have often undertaken actual operational

Table II

Job Contents of Inspector (Crime Branch)

1. Attending to routine work and station supervision
2. Supervising 'bandobust' including detailing men and briefing them
3. Contacting informants
4. Crime Investigation
5. Supervision of law and order
6. Contacts with superior officers
7. Checking beats, treasury guards etc.
8. Attending Court

responsibilities as distinguished from mere supervisory work. Thus the law and order inspector has reported his presence on patrol duty and bandobust duty. Similarly, the crime inspector has been investigating cases himself. In fact, one can decipher in the job-contents of both a mixture of supervisory and operational responsibilities, the scale tilting a bit toward the latter type.

The picture that emerges from the job-analysis of inspectors is that the inspector is gradually moving from the traditional supervisory role to a new operational role which was previously allotted to the sub-inspector. In other words, the trend seems to be to bring in a more experienced and responsible officer to the operational scene. This is expected to push upto the sub-divisional officer more of those supervisory responsibilities which the inspector would in normal situation have discharged.

In our curiosity to know what a sub-divisional officer actually does, we consulted the daily diary of one officer. The major activities reported in his diary are listed in Table III. Some of the activities such as checking beats, guards etc. or collecting political intelligence are reminiscent of similar activities undertaken by the inspector. But the accent seems to be on supervision as distinguished from actual operation. Reading his daily diary, one gets an impression of an officer who has been keeping busy in managing conflicts, holding meetings and instructing the subordinate officers, and maintaining close contacts with his immediate superior - the superintendent. It may not be far wrong to say that the sub-divisional officer is acting in the role of a link officer between the ground level operators and the SP in the district. On the one hand, he is keeping a close watch on the crime and law and order work at levels below him; on the other he is

keeping in regular touch with the superintendent of police. This raises the question of a viable charge for the sub-divisional

Table III

Job Contents of Sub-divisional officer

1. Assisting the Superintendent
2. Receiving instructions from the Superintendent
3. Routine work
4. Bandobust Supervision
5. Collection of Political Intelligence
6. Checking guards, sentries, beat patrol
7. Holding meetings
8. Moving round town
9. Investigation of grave crime
10. Intervention in communal conflicts, strikes etc.
11. Supervision of regulating of traffic
12. Attending parades
13. Presiding over social functions

officer. How many circles and police stations including men and officers can be placed under his charge? It needs to be emphasised that if the Police Commission's recommendations are fully implemented, the number of police stations and circles within a sub-division

are going to increase substantially. This is bound to affect the 'span of control' of the sub-divisional officer.

The same question has been raised with reference to the charge under a superintendent. Any substantial increase in the number of lower level units such as the police station, the circle, and the sub-division, is sure to expand considerably the 'span of control' of the SP. In that case, should the physical jurisdiction of the SP's district be reduced to carve out a viable charge for him? As the top-manager of a district, the SP is responsible for the police operations in the entire district. His management territory subsumes the boundaries of the subordinate officers. He has to do the maintenance and regulatory functions for the entire district organization. Also it is he who conducts the external relationships for his district. He relates the district organization to its environment. The State Police Headquarters receive information from him, in major police public contacts he has to assume leadership, and more than in any other situation his presence is required in important happenings where 'politics' is involved. This is in addition to his normal work relating to recruitment of certain categories of staff, indenting of material for police use, generally keeping the district force fit, payment to the members of the force and looking after their welfare, inspection and supervision, and communicating with the

superior officers.

It has been pointed out that now-a-days the presence of a responsible officer is expected by the members of the public even in any minor incident. This seems to be the expectation of the political bosses at state headquarters. Its resultant effect has been that the S.P. today has frequently to move from place to place. The S.P. and the D.I.G. have to rush to a scene where previously an inspector or a Dy. S.P. would normally take charge of the situation.

Aside from the expectations of the public and the politicians, the easy communications network has also induced, in any instances, the higher officers to keep track of things on the ground, instruct the subordinates from a distance and often to physically appear at the place of occurrence. This has rendered the police hierarchy slightly indefinite. So far as the subordinate officers are concerned, the tendency seems to be to wait till the instructions come from above. It has virtually led to buck passing. Technological modernization has no doubt greatly facilitated police work. But, at the same time, it has tended to disturb the traditional management structure in the police organization. It has brought in a certain fluidity in the boundaries of each management level from the top to the bottom.

At the range level, the DIG's role is similarly undergoing change. The DIG today is more and more involved in operational

problems such as intervening in situations which have political tinge. He has to receive daily members of the public and local political leaders who would be approaching him on some plea or the other. He receives public petitions on the work of subordinate officers and often hears corruption charges against them. A kind of ombudsmanic role he has gradually been assuming in response to present-day demands. Thanks to sophisticated communications system, the DIG is contacted frequently by the state headquarters and consulted on local happenings. He in turn has to get in touch with the S.P. to keep abreast of the situation. Many a time his presence will be required to personally supervise an operation or instruct the officers on the spot. These are new additions to his traditional inspecting and supervising functions. But, with the accretion of new tasks, the boundaries of supervisory officers at different levels seem to have become ill-defined.

The picture that emerges from field survey is that the police organization is consciously promoting specialization and the structure is gradually responding to the need for specialization. Geographically urban and rural areas present different policing problems, and the need for specialization is more acutely felt in the urban areas. It seems the superior officers like the Inspector and the deputy Superintendent are much more involved in operational problems today. This trend has affected other levels like those of

the SP and DIG. The field demands are such that the intervention of higher officers have become quite common. This process has been further reinforced by technological modernization. The top management can no longer afford to stay away from field problems, as more and more issues move up to them for consideration.

IV. Structure and Functions of Top Management

The ~~World Bank~~ Police Commission Report directed attention mostly to field-level problems and their solutions and only marginally to the structure of top management, as we have defined it. The importance of field level units from district downward needs hardly any emphasis. Nevertheless, the need for restructuring the top management has arisen today because of two major reasons. As a sequel to the Police Commission's recommendations, technical modernization is going apace in the police force. Faster mobility and quicker communications system have tended to close the physical distance between spatial units and different managerial hierarchies. The IG, the DIG, the SP - all are now intimately connected by radio network. In a hierarchical organization, easy communications system between different levels tends to drive things upward leading to centralization of decision-making.¹ With increasing facility for communications across the hierarchical lines and the different spatial units, the top-management in the police organization is expected to be involved in many decision-making situations which were previously sorted out at levels lower down in the hierarchy. Centralization is also promoted by technical

1. Bordua and Reiss, 'Command, Control and Charisma: Reflections of Police Bureaucracy', American Journal of Sociology, 1966, 72: 68-76.

demands of particular tasks. For instance, with computerization of crime data, the police station and the district unit are intimately linked to headquarters organization.

The other impetus for restructuring the top management has come from environmental demands for changes in policing standards. Politicians and members of the public are not always contented with the work of the lower level staff and would very often meet officers at higher levels and seek redressal of their greivances. Public image of officers at higher echelons being good, everybody seems eager to reach the ears of top officers. The incessant demand from the social environment seems to be that the police organization in its entirety should be more and more field-oriented. Even the tip of the pyramid must bend and look to the problems at the ground level. It goes to the credit of the Police Commission to have deciphered this trend, and all its recommendations as described in Chapter II are in fact directed toward meeting the environmental demand for the amelioration of field condition. Under these circumstances, the topmanagement has to be viewed from the perspective of producing results at the field level. The structure at the top level will have meaning only if it is field-oriented and responsive to growing field needs.

Besides, the whole organization has been so structured that the lower levels will have to look for support from the higher

levels in specific instances such as recruitment of certain categories of staff, sanctioning of expenditure beyond certain limits, transfer of personnel and so on.

Formal authority in the organization increases in an ascending order. Thus beyond specified limits the SP has to look for sanctions in some personnel and financial matters from the range DIG. Similarly, the DIG has to refer things to the IGP, when his authority is not enough to get things done. The organization has formalised, in this way, the superiority of top-management and the dependency of the lower levels in specific instances. From the top-management's angle, such allocation of authority leaves room for manipulation of organizational resources to get intended results.

Top Management Structure

Having established the need for closer contact between top-management and the field situation, we may now examine the present day structure and functions of top-management consisting of the range DIGs and the headquarters organization at the State level.

We have already referred to the role of the DIG in a range (Chapter III) in relation to his managerial functions for the districts within his jurisdiction.

Originally, the DIG's role was conceived as advisory, supervisory and coordinating. The DIG would be inspecting the

districts (usually 3) under his charge, give instructions, advice and guidance to the SPs, and send inspection notes to the IGP for information and action. This traditional role continues to this day. Since the functions of the DIG have been traditionally inspectional and advisory, his office is of a very small scale. Usually, a DIG would be having under him a couple of office superintendents, and about half a dozen assistants, one typist, a peon and a driver to drive his car.

Today, however, the DIG in the Range is more and more involved in executive matters. He has to handle increasing number of public complaints, meet people and listen to their grievances. The local MLAs and MPs approach him more frequently with the problems of their localities and constituents. Another feature is the current insistence by political bosses at the State level that in case of students' trouble, labour unrest and other major happenings the DIG should go to the spot and intervene, and instruct concerned police officers how to act in such situations. There is increasingly this kind of demand by Ministers and Politicians that the DIG being the seniormost and vastly experienced officer at the field level, he should take active interest in local happenings. The Chief Minister is reported to have issued instructions that the DIG should pay proper attention to local politicians when they would be calling on him, and in case of an unreasonable demand made by any politician, the DIG may even ring up the Chief Minister directly,

if necessary, for advice.

It has been suggested in some quarters that like the staff officers of the Chief the Army Staff the IGP should have as his support organization at the Head Quarters the DIGs who are presently scattered all over the state at different ranges. On the analogy of revenue administration, the suggestion has been made that instead of having range DIGs there can be a board at State Head Quarters much like the Board of Revenue. The DIGs can then be gathered together at the State Headquarters to aid and assist the IGP.

Against this kind of argument, it has been said that the disposition of the DIGs at the ranges proves to be a great help for the IGP. The range DIGs being in the field can keep track of things at the ground level much more easily and take or suggest expeditious actions on the spot. If they are posted at State Headquarters, the IGP will have to send them frequently away to the field for similar jobs. By remaining at the field level, the DIGs take considerable work load off the shoulder of the IGP. Many things are sorted out and solved at the level of the DIGs. All these will have to travel up to the IGP, if the range DIGs are brought at the State Head Quarters. This will adversely affect the planning and policy-making role of the IGP. Another important ground advanced for retaining the DIGs in the ranges is that under the present socio-economic situation characterised by the presence of

vast group of economically weaker sections, and occurrence of frequent conflicts and tensions between different groups, it is imperative to keep some senior officers like the DIGs in the field. They act as moderators, shock-absorbers and conciliators. In their absence, it will be a great hardship for the weaker sections of the population if they have frequently to travel to State Headquarters for reaching the ears of top officers. Even for the SPs who are in direct command of the district units, the DIG is much more accessible for advice and guidance. He assumes virtually the role of the IGP in the field.

At the State Headquarters, the Office of the Inspector General of Police is known as the Chief Office. The organization of this office has been changing over time, as the role of the IGP has been changing and new developments have been taking place both inside the police organization and outside in its task environment. The role of the IGP is not the same today as it used to be during the British days. In the past, the size of the State was very vast and transport and communications facilities were meagre. It was physically impossible for the IGP to make extensive tours and keep abreast of things happening at the ground level. Also, the IGP in those days had to work in an atmosphere of authoritarianism. He used to maintain a studied distance from the masses and there was an air of aloofness around. By contrast, in the changed

political climate, the IGP today is accessible even to the most ordinary citizen. Anybody can ring him up, write to him, or just walk into his office.

The other important development in post-Independence India has been the role of the politician in acting as an intermediary between the police authorities and the public. Not a day would pass without the visits of some politician or other. Especially when the Legislature would be in session, the legislators would be making a bee-line to the IGP's office. Some would come and place before the IGP problems of their localities or constituents. Some would be lodging complaints against the police officers at lower levels. Still others would be coming to plead the cause of a constable before the IGP. If a constable or any other police official at lower levels finds it difficult to get direct access to the IGP, a familiar way is to use the local MLA as a go-between.

The volume of public complaints against the police personnel lodged directly with the IGP at State Headquarters has been increasing steadily. During 1974-75, the number of such complaints was 6244. This holds good for the DIG level also. It can thus be inferred that the members of the public are much more conscious of their right today than ever before. They do not fight shy of meeting the top police officers and making complaints against the field officers. Also, the way complaints are travelling up for catching

the attention of top-management does reveal certain lack of faith in the officers down below in the hierarchy. If the IGP listens to public complaints, the members of the public go away with the satisfaction that the Head of the Police Organization has heard them. Usually, the complaints are forwarded to officers at appropriate levels like the DIG or the SP for inquiry and action. The IGP normally desists from taking action unilaterally on public complaints and tries not to disturb the police hierarchy.

Indirectly, the public complaints many a time help the IGP to keep a watch on the working of field organizations. Through this process he is able to obtain some data about the actual working of the units at the ground level. Also, to listen to public complaints is to get feedback about the reaction of the clients to police operations.

The most important control device available with the IGP is inspection. The IGP goes out on field inspection twice a month, and completes inspection of a third of the 19 districts a year. In the IGP's office at State Head Quarters there is an inspection cell consisting of a gazetted Personal Assistant, one superintendent, one assistant and a steno-typist. This inspection party visits various field units in advance as selected by the IGP and with the help of a questionnaire examines in details the

working of the units, collects statistics, and then prepares a preliminary report. Thereafter the IGP visits each district and conducts actual on the spot inspection of the units with the help of statistics and other factual details collected by the Inspection Cell. While on field inspection, the IGP meets his officers and men, watches the field operations, listens to organizational problems and probes deep into the state of health of the ground-level units. His presence in the field is itself a great morale booster, also the officers down the hierarchy come to realise that the IGP has been keeping watch on what they are doing. Many organizational problems are solved on the spot, as the IGP would be going on inspection and deciding things in the field.

The DIG in the range, covering on an average three districts, does the same kind of exercise much more intensively. One copy of the DIG's inspection report is passed on to the IGP for his information and action. The weekly reports of SPs and DIGs on the field situation are valuable source of information for the IGP. Another method of control is to call for reports and returns from field officers on different aspects at regular intervals. There are many such reports and returns calling for statistics, property offences etc., which continually flow into the IGP's office from the field organization.

The IGP, on his own, issues numerous executive instructions for the benefit of field officers. A sample of such wide-ranging instructions is supplied in Annexure I which shows the nature of intervention by the IGP in police field operations. In addition, verbal messages of various kinds are exchanged daily on various issues over the wireless between the Chief Office and the field offices. Among the gazetted officers, the IGP has power to transfer the Dy SP only from one place to another. Officers above the Dy SP such as the SP and the DIG are transferred by 'Government' which means the Home Department. On the face of it, it looks somewhat anomalous, as it tends to take away an important control device from the IGP. At the Union Government level, the Director, CBI, has below him officers of the rank of IGP, and he has full power to transfer them as he thinks fit. In effect, however, the government generally accepts what is recommended by the IGP.

In the police organization, authority in regard to different kinds of personnel has been distributed among key officials. Since the SP has to command the district unit, he has been given controlling authority in relation to the field staff in his charge such as the PCs, HCs, and ASIs. On the recommendations of the State Board consisting of DIGs, the SIs are promoted to the rank of Inspectors by the IGP. Similarly, the DIGs sitting in the Selection Board recommend promotion of inspectors to the rank of Dy SPs. The

The recipient of Police medal is also selected by the State Board of DIGs. Besides, the DIGs are the competent authorities for permitting transfer of non-gazetted staff from one district to another within the specific ranges.

As regards the non-gazetted staff, the IGP has authority to transfer inspectors from one range to another, declare probation of inspectors and reserve inspectors, review periodical confidential reports on them, includes names of SIs, reserve SIs and reserve ASIs, for promotion to higher rank, and a number of other kinds of powers in relation to ministerial staff. Besides, being in direct charge of the Forensic Science and Chemical Laboratory, the IGP has controlling powers over the staff of this organization.

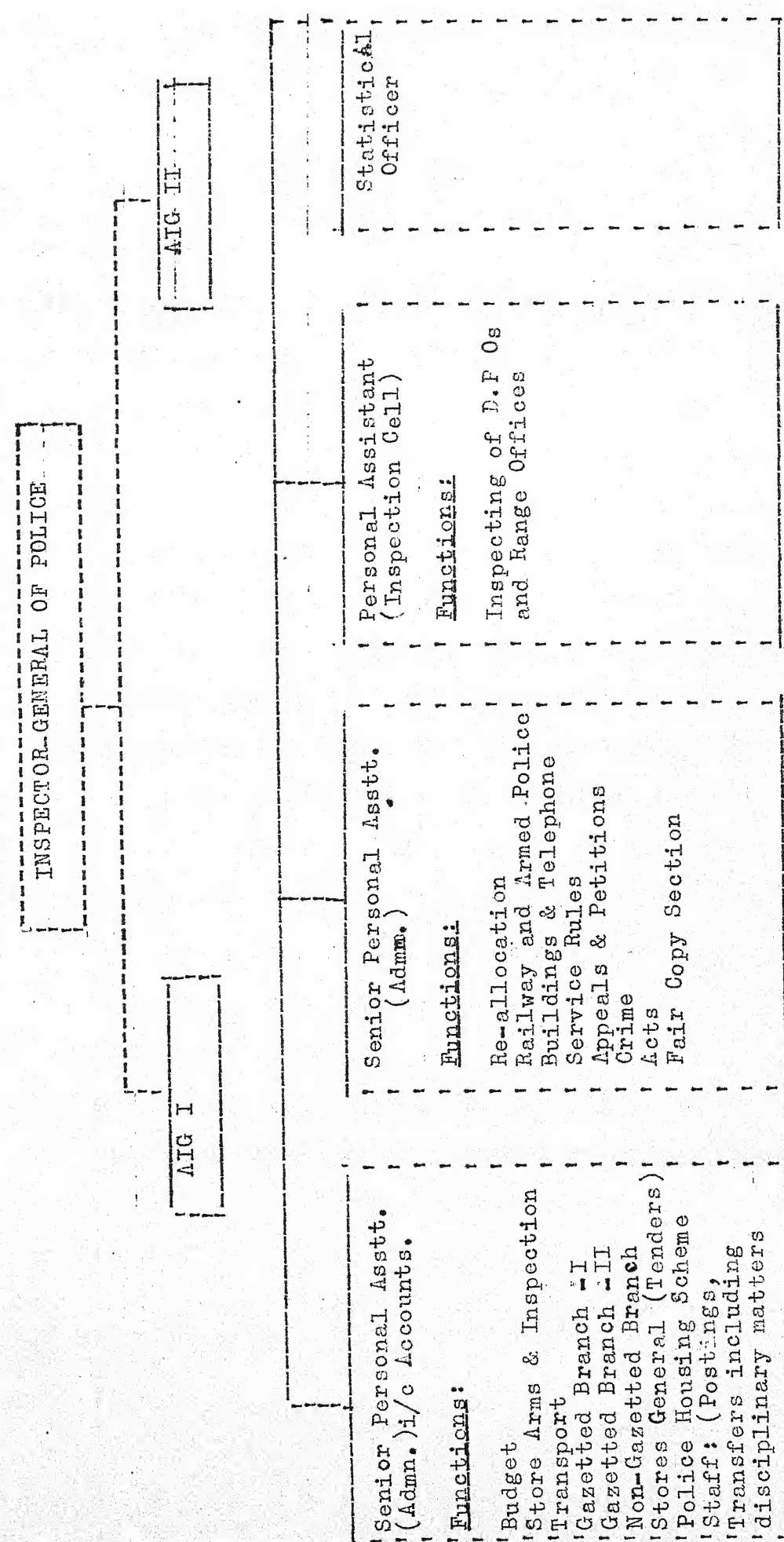
Within the police organization, the IGP is also the highest appellate authority on personnel matters.

Being at the apex of the entire police organization, the office of the IGP has to perform a number of tasks relating to the whole organization. Most of the common services for the whole organization such as procurement of different kinds of material resources (clothing etc.), budget and funds, personnel administration including welfare measures are rendered by the chief office directly or through its intervention by other levels like the range and

the district. The following organization chart (Fig.2) shows the complexity of the chief office and the multifarious tasks it has to perform. The chart also shows that the IGP depends mainly on the two AIGs who divide between themselves the entire workload of the office. Below them, there are twenty three sections in charge of specific jobs. In addition, the inspection cell and the statistical cell are two specialised wings. The subjects dealt with by these sections can be understood from the list provided in Annexure B. It clearly indicates the magnitude of the tasks being handled by the chief office at present. The vast scale of the police organization can be gauged from its total manpower which stood at 45,707 (including both civil and armed police) in March 1975, and the total police budget for 1975-76 has been estimated as more than 26 crores. No doubt the workload of the Chief Office has been greatly reduced by a process of decentralization of powers and functions to various substate units. Yet, what remains with the apex office at State Headquarters is by no means a light workload.

It is through the IGP that the police organization is related to the State Government. The IGP presents to the government specific organizational problems and the government seeks information and issues directives through him. On all

Fig. 2 Organization of the Office of the IGP



law and order problems, the IGP deals directly with the Chief Secretary. The Home Department comes to the picture only in cases of purely administrative questions as a matter of procedure, as it is the dealing department on police administration at the Secretariat level. Many policy issues are of course raised by the Home Department and the IGP's office would be asked to clarify things and supply data to help formulate policy. In one instance, to illustrate the point, the Home Department wanted to know the state of utilization of vehicles in the police organization. On receiving the intimation, the IGP wrote to all units to supply data on this subject. After collecting necessary information and consolidating the data, the report was passed on to the Home Department which then issued some instructions regarding vehicles utilization in the organization. In fact the basic rules of procedure for observance by the police organization are contained in the Police Standing Orders which are issued by the Government in the Home Department. Certain matters are compulsorily to be referred to the Home Department for sanction. These include creation of new posts; transfers, postings and grant of leave to IPS officers; change of jurisdiction of Police Stations, circles, sub-divisions, and bifurcation of districts; provision of telephones; construction of quarters

under police housing scheme; major repairs to buildings over Rs.10,000; sanction of new motor vehicles; changes in the pattern of uniforms; and amendments to all service rules and financial and accounts codes. The office of the IGP keeps in touch with the Home Department whenever these sanctions are needed from government.

One constraint on the IGP is a series of financial limits placed on a number of individual items such as repair of a vehicle, expenditure on housing beyond a certain limit, etc. He has to refer things to government for sanction whenever his financial powers prove inadequate to get things done. These powers are of course reviewed from time to time and enhanced to increase the IGP's authority in specific instances.

Other State-level Establishments:

The top level in the police organization also includes the functional DIGs and the Additional IGP in charge of planning and coordination - all posted at State Headquarters. The Commissioner of Police, Madras City, is one of the functional DIGs; but, for our purposes the Commissioner can be left out since he is in operational charge of a field unit much like the SP in a district. There are four other DIGs with State-wide jurisdictions dealing respectively with CID, Railways and Armed Police, excise, and food cell. The

The 'food cell' DIG is of recent origin to enforce food controls in the State, while the 'excise' DIG is responsible for enforcing 'prohibition'. The DIG in-charge of Railways and Armed Police has also to supervise the police training establishments. Another DIG looks after the CID including crime branch, special branch, commercial crime wing and a research wing. Also, the Finger Print Bureau and the Shorthand Bureau are attached to him. The post of Additional IGP is of recent creation mainly to implement the recommendations of the Police Commission. The Additional IGP has been made responsible for Planning and Coordination. Actually, the newly created Computer Centre is being developed under his guidance and his other absorbing task is to ensure speedy and phased implementation of the Police Commission recommendations as accepted by the State Government. As already stated, the IGP himself is in direct charge of a technical establishment, namely, the Forensic Science and Chemical Laboratory.

This completes the picture of organization of top-management in the police organization, as it exists today. By now, its complexity should have been clearly understood. The range DIGs, the Additional IGP and the functional DIGs at State Head Quarters, the Chief Office, and a whole array

of technical establishments including computer, finger print, forensic laboratory, - all these taken together constitute a highly complicated arrangement of things at the top layer of the police organization. It is the product of spasmodic growth in response to occasional demands in the organization, and not in any way a planned development within the framework of a preconceived grand design. As an ongoing organization, the existing arrangements within it have been accepted without much questioning. Perhaps if one would have sufficient time to pause and reflect on the shape and size of top-management as it has evolved over the years, one would have liked to rationalise things by rearranging them. Just as creation of an arrangement usually has a justification behind it, so also a reorganization plan needs a rationale for it. We now turn to this problem of restructuring the top-management in the following chapter.

.V.

Organisational Design for Top Management

Drawing on the findings of earlier chapters an attempt is made here to suggest an organisational design for top management in the police organisation. It is necessary at this stage to point out very briefly some of the major problems that have arisen because of the existing design of the top management. The formal structure or design of an organisation determines importantly the way work has to be done. Hence effective performance of tasks is dependent to a great extent on appropriate design of the organisation.

The present arrangement of work at the top level may be described in the following way. The office of the Inspector General of Police constitutes the tip of the police organisational pyramid. This office is run by the IGP himself with the assistance of two Assistant Inspector Generals of Police. The tasks that are being performed by the Chief Office have already been indicated. The IGP is also directly incharge of the Forensic Science Laboratory. Along side the IGP's office there are four discrete sub units each headed by one DIG. These functional DIG s have their tasks specifically laid down

and within their domain they autonomously manage their tasks. Another role is that of the additional IGP incharge of planning and coordination, who is also looking after the development of the computer centre. So, it is possible to talk of the top management at the state headquarters in terms of six different nodes, namely, the chief office, the four functional DIGs and the additional IGP. This structure of top management seems to have grown up over the years under the pressure of circumstances in a piece-meal fashion. The tasks that have been concentrated at the top are of questionable character, from the standpoint of the role of top management which is essentially non-operational and directorial in nature. For instance, the DIG Excise who looks after prohibition work has a unifunctional role created in response to a particular demand at a particular point of time. Same holds good for the DIG Food Cell, who has to watch over the food control orders of the state. The other role of the Additional IGP incharge of planning and coordination is of very recent creation to implement the recommendations of the ~~Andhra Pradesh~~ Police Commission. The Additional IGP is, mainly, responsible for watching over the implementation of the Commission's recommendations as accepted by the Government, and supervising the work

of the Computer Centre - an ad hoc arrangement, no doubt. His designation and responsibilities are not properly matched which indicates lack of clarity about the role of the Additional IGP.

The Range DIGs are located at different points in the field. They form an integral part of senior management in the police organization. But, as mentioned earlier, they are today called upon to intervene more and more in field situations in response to demands from the political leaders and the public in general. Also, increasingly they seem to be playing an ombudsmanic role within their jurisdictions hearing people's grievances against the police. These are new functions in addition to the traditional inspectorial role. These new developments coupled with their field locations have necessitated increasing field involvement on the part of the Range DIGs. So long as the SPs in charge of districts remain fairly junior officers and the IGP would continue to rely more on the capacity of the DIG to intervene successfully in field occurrences, the protective umbrella of the DIG might have to be retained in the ranges. In a far more stable socio-political environment in future, the Range DIGs might be redundant in the field and a better disposition would perhaps be to bring them to the Headquarters as key staff officers of the IGP.

It has been said that the DIG's presence in a scene of trouble and tension is also demanded by the politicians and the vocal members of the public. What is desired perhaps is the intervention in field situations of a mature, tactful and seasoned officer who can be relied upon one who can easily win the confidence of the public. It is not so much the DIG as a DIG-like personality who is wanted on the spot. If this public expectation is rightly assessed, it has important implications for the personality build-up of directly dealing officers such as the District Superintendent of Police and the Sub-divisional Police Officer. Intervention or supervision by the DIG may not, however, be so frequent and restrictive as to sap the drive and initiative of an SP.

In certain circumstances, areas having special problems might be needing an integrated approach to policing. This is already acknowledged in such instances as water policing, metropolitan policing and so on. Hypothetically, tribal areas, coal-belts or mining areas, dacoit-infested areas etc. can be treated for policing purposes as single command areas each being constituted as special district with its autonomous management structure.

If the placement of the range DIG's at State Headquarters as aids to the IGP is ruled out in the immediate future, what kind of organizational structure can be

suggested at the highest level to facilitate the tasks of top-management? An answer to this question presupposes an appreciation of the disfunctionalities of the present organizational structure and an understanding of the top-management tasks.

Disfunctionalities:

Gleaning from the analysis of police organizational functioning in previous chapters (specially Chapter III), one can identify certain disfunctionalities in the police organization and its operations.

First, the successive hierarchical levels seem to be ill-defined from the functional point of view. The roles of the Inspector and the Dy.S.P., for instance, are not sufficiently differentiated. In this situation, same job, say inspection and supervision, are undertaken by a number of officers. Apart from duplication of efforts, it has the effect of making the organization overly supervision-oriented. The organization at the operational level is not conducive to taking initiative; rather it tends to foster a dependency syndrome looking always upward for guidance, directions and decisions.

Second, frequent intervention by superior officers in operational situations has, in recent times, blurred the task boundaries of different levels in the police organization.

This tendency has been further precipitated by the newly introduced communication technology (VHF, for instance). Officers at lower levels would now prefer to suspend their own judgements and wait for advice from above. This is expected to induce buck-passing by lower level officers. Third, the recent changes made in the police organization, as a sequel to the police Commission's recommendations, have important implications for the organizational structure and the personnel; yet these do not seem to have been properly realised at higher levels. For instance, new kinds of personnel - the grade I constable and the Deputy Inspector - have been inducted in the organization. Computerization of crime data has been going on in full swing. Communication facilities across the organization are being improved. Considerable sophistication is being introduced in crime investigation work and codification and retrieval of crime data. If these developments have to be absorbed by the organization, the personnel at different levels would have to be oriented to the meaning of change. Traditionally the organization has been used to working in a particular way. This old "culture" of police work organization is deeply entrenched. When new changes are projected, what is intended is to break away from the old culture and inject new dynamism in the organization. Many a time, however, the meaning of change is not understood by most people in the

organization, nor is there a deliberate effort to communicate the meaning to everybody. For instance, it is expected that computerisation of crime data will involve changes in work processes at different levels in the organization like the police station, the circle, the district and the headquarters unit. So long as the reason for change is not clearly understood by people engaged in different units, and they actively take part in facilitating the change process, attempts to alter work procedures are expected to be interpreted as unwanted imposition from above. There may not be any overt expression of hostility; but the warmth of willing acceptance of change might be missing, and the intended changes might soon be drowned in the sea of old work culture. The Grade I constable, the deputy inspector for crime work, technological modernization - all these need to be put in the new perspective of planned change in the police organization, and it has to be consistently watched that new ways of doing things are really adopted by the organization and are not swallowed up by the traditional work culture of the organization. This task of overseeing planned change and its implementation is the responsibility of top management. More specifically, the top-management has to continually watch the operations to ensure adoption of new ways of doing things. This might necessitate appropriate changes in organizational structure. For instance, should be

deputy inspector be posted at the police station level or the circle level? What is a viable charge for a sub-divisional officer or a district superintendent of police in the context of changes in technology of work and induction of new cadres in the organization? These and similar other questions relating to organizational structure have to be continually raised and answered by the top-management. Also, to inculcate the meaning of change in the organization, new learning is necessary at appropriate levels. In other words, imaginative training programmes would have to be mounted to enable people in the organization to adapt themselves to change. More than technological change, attitudinal change is of paramount necessity to reap the full benefit of introduction of hardware technology in the police organization. It seems current efforts at modernization of the police organization are directed almost exclusively to the "technology" part of work organization. The other vital segment - the "people" part of the organization appears to have been relegated to the background. It is for the top management to correct this imbalance and see that new technology is matched by new people moulded by a process of renewal through exposure to appropriate learning situations.

Fourth, the installation of the computer and the way work processes are being rearranged to facilitate crime work, and the new communication technology are expected to

involve the top-management in the police organization in many more decision-making situations than hitherto faced. Both for crime work and law and order management, the top-management will have to look for new data and interpret them properly to make their involvement in ground level operations meaningful. If it is accepted that increasingly top-management will be involved in decision making relating to many organizational problems at different levels, the structure of top-management has to be adjusted suitably to meet these new demands. Presently, however, the organization at the top level does not live up to these expectations. The structure of top-management is fragmented and there is hardly any integrated approach to police management emanating from a focal point in the structure. Crime work is handled by one DIG who is probably engaged more in "special branch" work than any other crime work. The aids to crime investigation are not collected together. The forensic laboratory is directly under the Inspector General of Police. The fingerprint bureau and the shorthand bureau are left to the care of the DIG, Crime. The Computer Centre is being separately developed under the direct supervision of the Additional Inspector General of Police. Crime statistics are compiled and collated in the IGP's office by the Statistical Cell. So it is possible to infer from this

arrangement that the work in relation to crime is scattered all over and the accessories of crime work seem to be in disarray. These are placed at different hands in a fragmented manner. From the point of view of work, it is perhaps necessary to arrange the accessories in such a way that these can be put to use in a much more integrated fashion under a single management. Our consumption here is that the work in relation to crime can be considered as a discrete subsystem of the total work system at the top management level. Unless the different parts of this sub system are sufficiently coordinated under a single management, there is every possibility of the parts falling apart and hindering the successful completion of the total task under the crime subsystem.

Fifth, the organization at the Headquarters level seems to be lacking in focus. Different elements have been placed at different points in an apparently disjointed way. The Additional I.G.P., the DIG; Crime, the DIG Railways and Armed Police and the other two DIGs respectively incharge of excise and food coll - they are positioned as discrete entities. Each one seems to be functioning autonomously without being related to the other. The IGP himself seems to be an island into himself. He is of course, in a vague way, in overall charge of the entire police organization. Yet the structure of top-management is so diffused as to render the role of the IGP indistinct.

He runs his own office - the Chief Office, which is insulated from other offices at Headquarters. The main brunt of Police management is borne by him; yet, apart from the two AIGs, he has very little of superior staff support. The overall objectives of the headquarters organization have not been clearly articulated. Rather there are a cluster of subobjectives linked to each position like DIG: crime, DIG: Excise, and so on. As the overall objectives are not clear, so there is hardly any organizational effort to pursue the objectives in a concerted fashion. To give an example, policeresearch is left to DIG Crime; while police training is being looked after by DIG Railways and Armed Police. If research and training are thought to be sufficiently related to each other there is need for their integration at one point in the organization. The Additional IGP, incharge of Planning and Coordination, is tenuously hanging on to the IGP. But, planning and coordination, to be meaningful, need to have the inputs necessary for the performance of these tasks. Currently his charge does not include research and training, personnel and other statistical collation and many other operations which are relevant to the discharge of his responsibility, if it can be inferred from his ambitious designation. The task of organizational planning is of a very tall order and it becomes possible when requisite information and appropriate inputs are placed under a

common management. Really, however, the Additional IGP today is basically involved in the implementation of the recommendations of the Police Commission and development of the Computer Centre - tasks that do not match up to the designation of the post.

Sixth, at the headquarters level, it seems that some direct operational responsibilities have been pushed up, and one might as well suggest that these could have been pushed down at different points in the field without unnecessarily changing the character of top-management. Specifically, the two DIGs respectively incharge of "excise" and "food cell" have been operating from the state level. Their operations are so much field-oriented that these could have been left to field officers without encumbering the organizational set-up at the top-management level. These are ad hoc positions which have hardly anything to do with police top-management task per se.

Last but not the least, there is no arrangement at the top level to continually watch the modes of law and order management at lower levels. More concretely, the way police stations are organised, the standards accepted for manpower provision at different field units, the methods of dealing with riots, strikes and other demonstrations and agitations - these and allied facets of law and order management are important in police

operations. In fact this aspect of police work has been draining out manpower to the detriment of other operations. One would therefore expect that the top-management will keep a constant vigil on this vital police activity and experiment with new ways of doing things in this sphere. How can the 'beat' system be improved, what are the alternative ways of manpower development to get the best out of limited human resources, how to deal with different kinds of crowd - these and similar other problems can be considered at the level of top-management. At present, there is no organization within the frame of top-management to deal with these and suggest new methods and devices.

Tasks of Top-Management:

The top management tasks can be inferred from the disfunctionalities in the organization as mentioned above. It needs to be emphasised at this stage that formally the IGP's office is considered as a Directorate which is distinguished from the Secretariat in the Home Department. Policy making is supposed to be the function of the Secretariat, while the Directorate is essentially to engage in policy implementation. To help the Secretariat to frame policies, the Directorate has to collect relevant data for use by the Secretariat. This purpose is served by number of mechanisms such as reporting system, meetings, and

correspondence between the two levels. Having conceded this role of the Secretariat Department, one has to identify the basic objectives of the Police Headquarters Organization - the top-management in our parlance. The State Police organization can be looked at as an instrument fashioned for the purpose of maintaining law and order and prevention and detection of crime.¹ From this the main task of top-management can be said as control and regulation of the police organization with a view to seeing that it successfully does the functions entrusted to it. The top-management is accountable to the government for successful completion of the tasks assigned to the police. There will be justifiable public concern for overall police performance, as it is the tax-payers' money that is being spent on police organization.

Any attempt to streamline the top-management structure has to be preceded by some definition- even if very rough - of police organizational "output". What is it that the police organization is producing by spending all kinds of resources - human, physical and financial? When we talk of law and order maintenance and investigation and detection of crime - the two most important tasks of the police - is it possible to evolve some "indicators" by which the state of law and order and the effect of police crime work can be

1. Note Sir Richard Mayne's classic definition of the role of the police: "The primary object of the police is the prevention of crime, the next that of detection and punishment of offenders when crime is committed. To these ends, all efforts of the police must be directed".

evaluated? No doubt, it may be facile to try to precisely quantify police organizational output. Yet, a beginning, even in crude form, has to be made in this direction; otherwise there will hardly be any rationale for increased financial allocation, personnel expansion and organizational changes of any kind. Already some rule-of-thumb yardsticks are there to judge police performance. For instance, crime statistics are often examined in this context; value of property stolen and recovered is taken into consideration; there are other statistics of riots quelled, demonstrations tackled and many other forms of instruction in public order. It might be necessary to elicit 'opinion' about police performance from a cross-section of the public on a regular basis to understand the 'quality' of police output.

Apparently, this might look like chasing the will-o'-the-wisp. There are genuine difficulties in measuring police output with absolute precision. What can be attempted initially is to sharpen the existing bases for quantification of putput, and gradually increasing sophistication can be introduced to dispel vagueness as far as possible and attain a fair degree of precision.²

2. In Britain, currently the Home Office and a number of police authorities are trying to develop the planning, programming and budgeting (PPB) approach to police expenditure. See, in this connection, C.J. Wasserman, 'Applying PPB to Police Expenditure', O & M Bulletin (The Journal of Management Services), 25, No.4(November, 1970).

It is the first task of top-management to evolve scientific 'indicators' of police output which would justify objectively the scale of organization and amount of financial investment. Given a fair idea of 'output', the effort of top-management would be to ensure its production at minimum cost to the public exchequer. This sets off a series of tasks which top-management alone can undertake.

To start with, planning for the entire organization has to be done by the top-management, keeping in view the overall objectives of the organization. The interrelations between different activities like crime work law and order management, special branch etc. have to be examined and allocations of men, material and funds planned to get maximum results out of the resources utilised. Various alternative methods have to be considered for achieving the objectives and then choice has to be made out of these alternatives. To give a rather trivial example, if increasing mobility of the force is the objective, one can consider various ways of achieving it. Can the mode of transport be changed for this purpose; or, will better communication facility be attempted? If "ground cover" has to be maximised, how should patrol be arranged? Should there be a resident constable in a locality instead of a squad of 3-4 constables and

head constables roaming about on beat duty? These are stray examples of situations where it is possible to think of alternative ways of doing things. After carefully weighing the pros and cons of various alternative methods, choice can be exercised in favour of one or two. This leaves room for experimentation in methods of doing work. Thinking along these lines, optimum allocation of resources of various kinds can be judged to achieve the objectives of the organization. The top-management has to ponder over the weightage that has to be given from time to time to specific sectors of police activities. Whether resources should be spent on vehicle fleet increase or manpower increase, technology or training - these kinds of decisions have to be taken after careful analysis of relevant data collected methodically at the headquarters.

The aim of planning is to look ahead and move the organization to higher levels of efficiency. It is more than mere maintenance management which is the current practice in most police organizations. The planners have to understand the changes in the social environment and decipher from these the future needs of the organization. If there is increasing police-students conflict, for instance, what would be the strategy to reduce it and forge an understanding between the two? If the typologies of crime are undergoing changes,

how can the police organization be altered to respond to those changes? What kinds of police manpower at which levels would be needed, keeping in view the overtime trend in demands for various kinds of police services? In brief, the top-management has to continually watch the critical changes in the environment and do the planning for the organization to enable it to effectively cope with change.

The overall planning function is facilitated by the programme structure or arrangement of activity subsystems at the top-level of the organization. In narrating the disfunctionalities of the organization a short while ago, there were indications of the present state of arrangement of activities at the headquarters level. The arrangement, as pointed out earlier, is the result of piecemeal organizational growth and lacks system and symmetry. Bits and pieces are strewn here and there and the necessary inputs for processing an activity are not always placed at one point to facilitate work flow and final task completion. It may be recalled, for instance, that the different support services for crime work such as forensic science laboratory, the finger print bureau, the computer centre are placed respectively under the IGP, the DIG: Crime, and the Additional IGP: Planning and Coordination. The total work relating to crime investigation and detection has to

be looked at as a discrete sub-system and its completion needs unimpeded work-flow without creating discontinuities in management in the midst of the continuous work processes. This is possible only by treating crime work including the support services for it as a sub-system with its own management structure.

One way of suggesting the lay-out of top-level tasks is to dissect the total tasks package into the following sub-systems including their constituent elements. There should not be any rigidity about the formation of sub-systems. For instance, with increasing urbanization traffic control may in future be a discrete subsystem.

I. Law and Order Maintenance Sub-system (LOMS)

Organization and management of Field units, e.g., police station, circle, sub-division, district and range.

Armed/Railway Police.

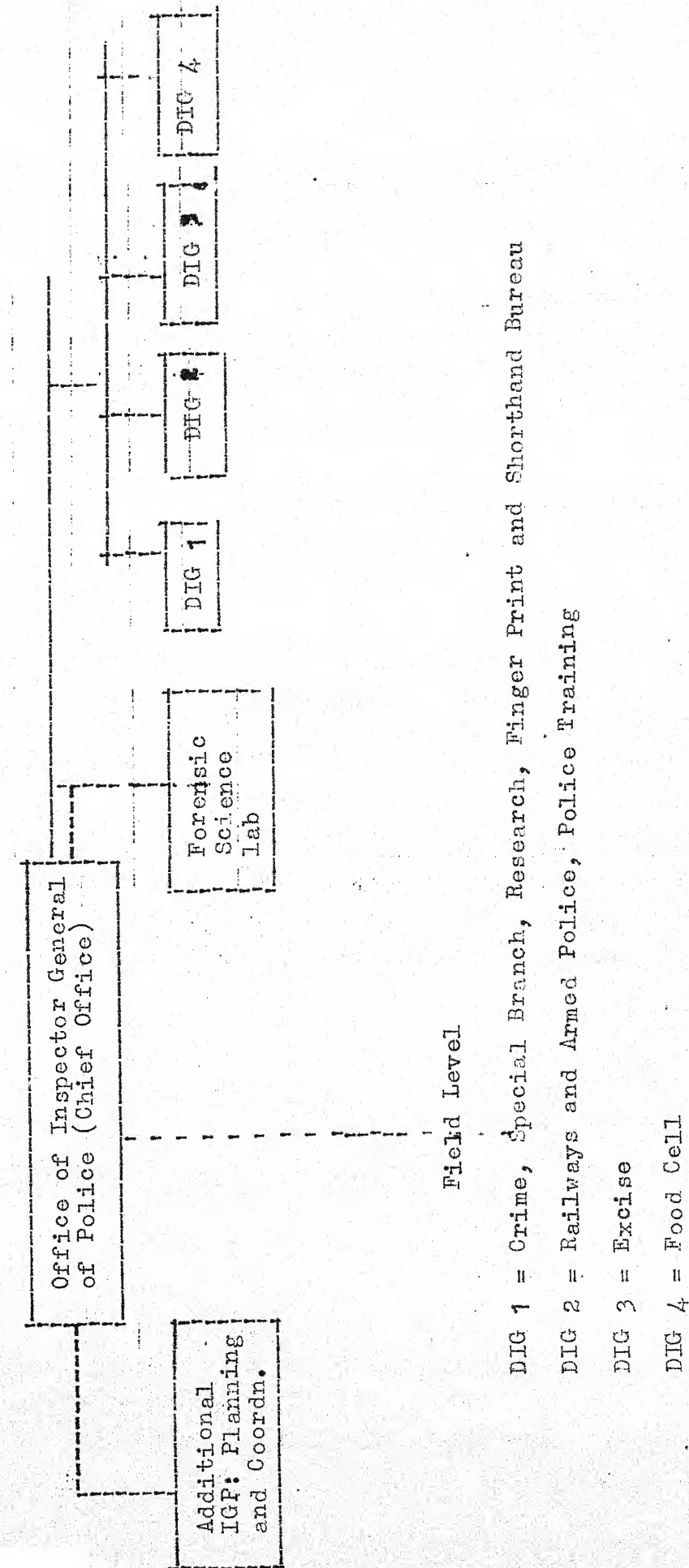
Special Squads for SIT, prohibition, food control etc.

Extraordinary events, e.g. crowd control, large scale riots, big fair etc.

LOMS functions will be undertaken at lower levels.

The top-management will have to watch their performance and evaluate results against certain standards of performance. Changes might have to be introduced at appropriate levels to enable them to produce better results. Experimentation in methods will be initiated and encouraged to improve work procedures.

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Note: Solid line indicates direct personal control, and dotted line indicates general supervisory control.

Fig.1 : Existing Top Management Structure

II. Crime Investigation Sub-system (CIS).

Crime investigation units at the field level e.g., police station, circle, and district, major crimes having regional or state-wide spread.

Specialised crime squads on economic crimes, stolen vehicles etc. investigation support services, e.g. forensic laboratory, fingerprint bureau, computer etc.

Special branch.

III. Personnel Administration Sub-System (PAS)

Recruitment and placement.

Training

Transfer

Promotion

Disciplinary control.

Employees Grievances

Staff Welfare

IV. Support Services Sub-system (SSS)

This would include all the services, other than personnel, which need to be rendered to the whole organization and which cannot be placed under each particular sub-system such as LOMS, CIS and PAS.

Budget

Supplies

Information

Weapons

Communications

Vehicle Fleet

Legal assistance

Accommodation: operational and residential.

Each of these four sub-systems will need a separate structure for it. These have been shown diagrammatically in Fig. II Procurement of inputs for each, their processing

and output production are to be facilitated by the management of each particular sub-system.³ For instance, under PAS:

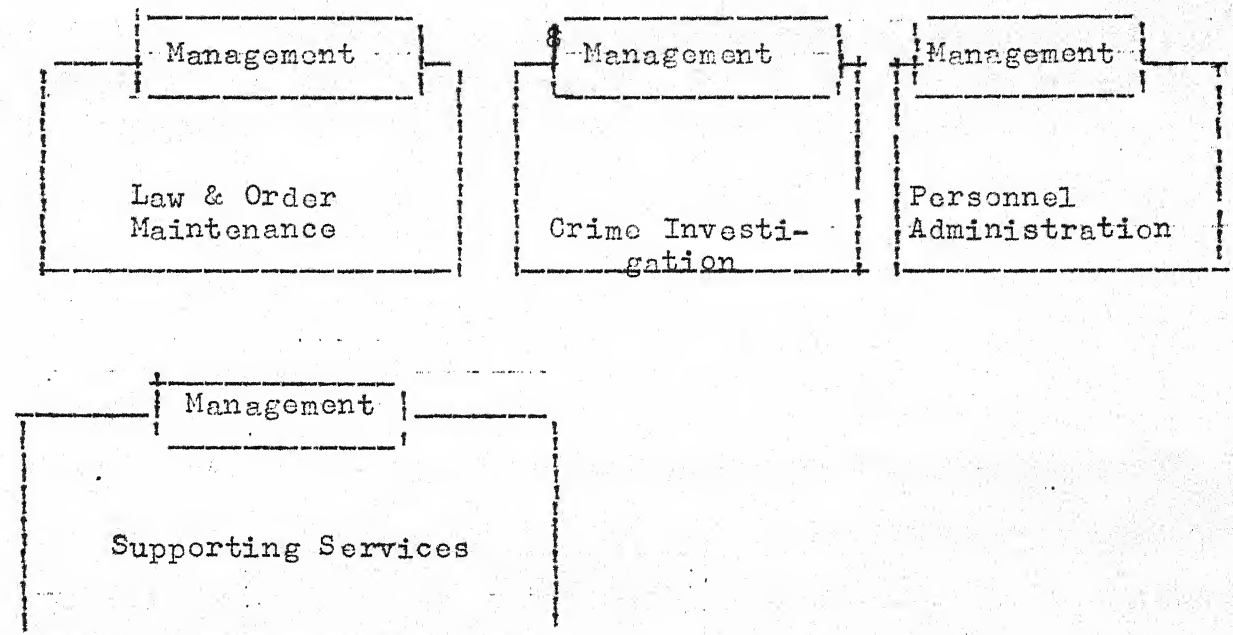


Fig: II: Four Sub-Systems of Top-Management

the completion of training function will manifest itself in the production of trained personnel. For this purpose, the trainees and aids to training including instructors, buildings, audio-visual aids etc. have to be put together under one management.⁴ The same principle applies to all other sub-systems management as well. From time to time, special problems like 'prohibition' etc. might be needing attention at the top level. Instead of creating ad hoc positions for each temporary problem, it might be advisable to have another sub-system called, 'special Services' headed by a senior officer.

3. For a similar way of analysing the management of district administration, see Ishwar Dayal, Kuldeep Mathur and Mohit Bhattacharya, District Administration, McMillan & Co., Delhi (in press).

4. It may be mentioned in this connection that the Committee on Police Training (Gore Committee) recommended that a senior police officer of the rank of Inspector General should be appointed in the higher states to advise the head of the force on

This might serve as a catch-all type of wing which can take care of things that can not be located anywhere else for the time being.

One can think of a position like a DIG: Special Services that can look after the special problems. He will be essentially a staff officer of the IGP advising him on special problems. Care should be taken to treat the organization for special problem as temporary to be terminated after the need for central direction would be over.

The total task of top-management will be accomplished by the orchestration of the working of all its four constituent subsystems. This will necessitate a higher management structure subsuming and integrating all the four. The design of top-management structure will thus be as shown in Fig. III.

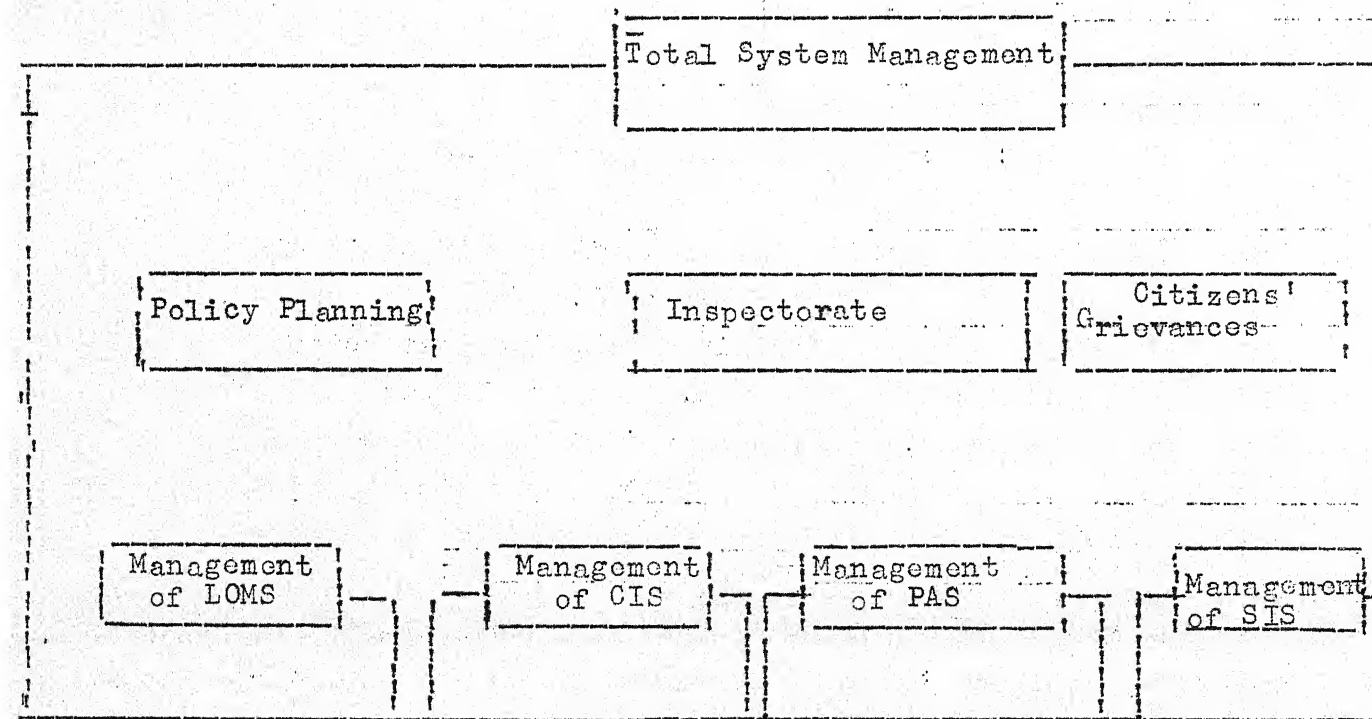


Fig. III: Top-management Structure.

contd...from back page:

all personnel matters and management and supervision of institutional and practical training of police officers of all ranks. See Report of the Committee on Police Training, Ministry of Home Affairs, Govt. of India, 1974.

In the second order management, the four subsystems managements will each be engaged in managing the assigned tasks autonomously. The boundary of each subsystem will have to be drawn in such a way that the total task of a subsystem can be completed within its domain without any obstruction coming in the way of smooth flow of work from the inputs intake point to output completion terminus. Although, we have suggested separation of LOMS from CIS, these two sub-systems are intimately interlinked in actual operational situation. Since total separation would not be advisable, it is possible to constitute an integrated sub-system with LOMS and CIS as constituents. So, one alternative is to have a single management structure for both headed by one senior officer who will be overseeing two sub-units under him i.g. LOMS and CIS. Separation or unification will ultimately depend on the degree of autonomy introduced at lower levels (police stations, circles etc.) for operations related to crime and law and order. If at a future date, crime work along with the involved personnel is fairly sufficiently separated from law and order management, this might give rise to separate sub-system at the top level for LOMS and CIS. It is the task of total system management - the first order management - to relate the different sub-system to each other in order that the total task of the whole system can be accomplished. The manager in charge of the total system has also to do the boundary control function of the organization. In this capacity, he has to relate the total organization to its environment. On the other hand, the IGP will have to keep up a bright image of the

police organization in front of the general public, the legislators and other public organizations. On the other, he will be relating the whole police organization to the 'government'. It is through him that the Home Department will come to know about the general state of policing in the state. Boundary control by the IGP will become possible only if the government respects the tasks domain of the IGP.

The role of the IGP can be envisaged as the total system manager. It will, of course, have to be a very different IGP - one who is not tied to running the chief office complex, as at present. Much of the work he has to do today will be taken over by the four subsystems managers. It is also possible to consider delegation of some of the powers of the IGP to the range DIGs so that he is not loaded with direct responsibilities that can as will be taken over by the DIGs. Under the suggested reorganization plan he will be the leader of a team with whose help he will be identifying the intermediate objectives of the total organization (final objectives being some kind of ideal) and seek to fulfil those within definite time frame. He will lead the 'policy planning' group whose task would be to collect and analyse available data, sense changes in the environment and frame longer and short-term policies to be followed by the organization.⁵ Apart

5. During Sir Robert Mark's commissionership, a policy planning group was set up within the Greater London Police Commissionerate.

from functional data supplied by each sub-system, the Inspectorate working directly under the IGP will, at intervals, do the spot check and evaluate performance at different levels. Today, from the headquarters the IGP has alone to run about places and the end result of inspection is not quite clear. In the suggested organizational design, inspection will have to be entrusted to senior officers whose responsibility will be to evaluate the different units against certain standards or targets to be achieved within a policy frame. To the extent, the output of each subunit will be quantifiable, this will help the process of monitoring by the IGP. He will be in a better position to receive feedback and monitor results in the field, and then take appropriate corrective action to facilitate achievement of planned results.

The IGP will have to relate each subunit to others both at state Head quarters and at the field level. He will relate the personnel unit to law and order management or crime investigation sub-unit. He will have to make sure that the newly introduced communication technology does not lead to blurring of lines of the spatial units and each command structure. Any tendency to push up decision-making from one unit to another has to be carefully watched, and undesirable buck-passing warned and prevented.

In the matter of redressal of citizens' grievances, the IGP has an important role to play. Since it involves dealing with the "environment", the IGP has to see that the police image does not get spoilt by frequent public complaints and the public-police relationship improves steadily. To institutionalise police-public relationship, it might be a good idea to constitute a committee with the Minister in charge of Police as Chairman, and the IGP as Secretary. Its membership can be drawn from a cross-section of the public such as selected MPs, MLAs, Municipal Councillors and panchayati raj leaders,

some Harijan members, one or two women, representatives of chambers of commerce and transport organizations, a few vice-chancellors of universities and some principals of schools and colleges. This is just a suggestive list. The main idea is to make the committee as broad-based as possible. It can meet at regular intervals, say quarterly, either at state headquarters or in some regions. This will provide a forum for ventilating grievances of different kinds of publics against the police. Hopefully, many constructive suggestions might come from the members about how to improve the police organization. This might be a useful way to assess the 'quality' of police work.

In summing up, it needs to be emphasised that the suggested organizational design seeks to rearrange existing organization of tasks at the top level in the police organization. This is expected to facilitate fairly autonomous management of tasks within each discreet segment such as personnel administration, crime work and so on. At the same time, each segment will not fly away from other segments; all the sub-units will be sufficiently integrated in the interest of completion of the total task of top-management. Hopefully, the structure will render the organization much more result-oriented and the expenditure decisions would be linked to demonstrable output.

The design of top-management has been so conceived as to make it amenable to critical influences in the task environment. Police organization, more than any other arm of public administration, has to be viewed in an open system perspective. It has to interact meaningfully with environmental forces that significantly impinge on its operations.

A word of caution might be in order at the end.

The suggested design should not be treated as an once-for-all blueprint which is of universal validity. It needs to be adjusted to the peculiarities of local situations.

All that it suggests is that the police organization at the top level has important managerial responsibilities which can be successfully discharged by a combination of autonomous functioning of sub-units and their integrated working under single leadership.

Annexure I

Instructions Issued by Inspector General of Police
(1974-75)

1. All instructions relating to the control of expenditure and disposal of audit objections and inspection reports.
2. Regarding declaration of probation.
3. To avail unauthorised use of Police vehicles by officers and men.
4. All officers were requested to ensure that insurance policies of their motor cars are renewed on the due dates without fail.
5. Supply of Arms and Ammunitions
6. Drawing of ex parte minutes.
7. Regarding escort of prisoners.
8. Regarding petition inquiry.
9. Implementation of Tamil Nadu Police Commission Recommendations.
10. Recruitment, postings and fixation of seniority of Police Constables Grade I.
11. Circular regarding bradma.
12. Computerization of crime, criminal records and F.P. Records.
13. Police - Representations regarding official matters - Use of Political and other influence prohibited.

Annexure I

Instructions issued by IGP
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13. Police - Representations regarding official matters - use of Political and other influence prohibited.

14. Public Services - Estimate of vacancies for avoiding temporary appointments - follow-up action.
15. Regarding Range Promotion Board - Procedure for selection and inclusion of officers of Police Radio Branch - Revision.
16. Public Services - Maintenance of Personal Files - Abolition of the system and introduction of the Record sheets.
17. Public Services - Maintenance of Personal Files - Open System for Gazetted Officers.
18. Streamlining of office procedure - Maintenance of Personal Files of Police Subordinate Offices in duplicate.
19. Prevention of Misuse of petrol and manipulation of of records in petrol bunks.
20. Police Department - Prevention of Defalcation and loss of public moneys, stores etc.
21. Police Department - Prevention of Misappropriation of cash in Police Offices.
22. Police - Motor Transport - Repairs and purchase of spare parts - procedure now adopted and remedial measures to be taken to avoid irregularities.
23. Crimes - Review of Property Offences.
24. The Supdts. of Police etc. were instructed to depute a pension dealing Asst. to the Accountant-General's Office to clear all pending cases.

25. The supdts. of Police etc. were instructed to verify all the Service Books/Service Rolls of the Police Personnel and fix the correct date of birth.
26. Conducting of Promotion Board to the H.Os to S.Is.
27. Those who are deputed to training in Police Training College, Vellore should complete their court duty to avoid interruptions during the training period.
28. Rehabilitation Homes - Inmates troubles - Requisition of Police help - compliance of - Reg. (Giving Police help - to the Supdts. concerned of the Homes when asked for)
29. Beggar nuisance in the places of tourist interest - Drive against beggars (To intensify the drive against beggars).
30. Police-Public relations - Instructions to Police Officers and men while travelling in buses in uniform. (To adopt a humane attitude to win the esteem and sympathy of the public by offering seat to a standing passenger with a child etc.).

Annexure II

List of Sections and Subjects dealt with by them

<u>Sl.No.</u>	<u>Section</u>	<u>Subjects</u>
1.	Confidential	Maintenance of Personal files of Gazetted officers Periodical confidential reports on Gazetted officers Inquiry on charges and petitions against Gazetted Officers. Activities of Political parties, students, V.I.P. visits. Vital installations War measures, M.I.S.A., D.I.R.
2.	Gazetted Branch-I	All matters relating to I.P. and I.P.S. Officers and Addl. Supdts. of Police of Category 1.
3.	Gazetted Branch-II	All matters relating to other Gazetted Officers belonging to the State Service Officers (excluding temporary Supdts. of Police and Addl. Supdts. of Police, Category I) other than pension and T.A.
4.	Re-allocation	Re-allocation of jurisdiction of Police Stations, Circles and sub-Divisions. Opening of new Police Stations and Out Posts, bifurcation of districts. Sanction of additional staff to Police stations etc. Finger Print Bureau staff shorthand Burea staff. Boys Clubs.

5.	Non-Gazetted Branch	Deputy Inspectors, Inspectors, Reserve Sub-Inspectors - Reserve Insps. Their postings, promotions and petitions for promotions, probation declaration, confidential reports, reviews on punishment rolls etc. Ministerial staff (non-gazetted) Junior Assts. Assistants, Superintendents and Supdts.(S.G.) Pro-motions, Service particulars, Postings, Petitions Service matters, Introduction of One Unit system from the level of Junior Assts. to Superintendents (Selection Grade) in the Police Department.
6.	Railways and Armed Police	Armed Police Battalions, Food Cell correspondence Conference of Supdts. of Police, Deputation of Non-Gazetted officers to intelligence Bureau/Special Police Establishment Central Industrial Security Force etc. 'Karate' training to Police Officials.
7.	Buildings and Telephones	Police Housing Scheme; Major and Minor repairs to Buildings Construction of Police Stations and Quarters - Telephones.
8.	Crime	All Crime matters Strikes; Prohibition offences; Criminal suits, Communal Clashes, Fire Accidents, Escapes of prisoners, Deaths in Police Custody etc.
9.	Budget	Preparation of Police Budget Allocation of Funds - Budget Control, Notes for Public Accounts Committee - Accountant General's Audit objection and Inspection reports - Reconciliation of Departments Figures with those of the Accountant General.

10. Appeal and Petitions. Appeals of all Non-Gazetted Officers including Ministerial staff - against punishments and petitions from public and enquiring reports on Vigilance and Anti-corruption and Civil Suits.
11. Statistical Collection and compilation of Crime Statistics, Accident Statistics etc. apart from doing several ad hoc studies on specific problems of crime.
12. Acts Sections Deputy Inspectors-general's inspection notes, rewards, Police Public relations, S.I.T. Act, Beggar Problem, M.V. Act, and rules, Hackney carriage act, children Act, Prisoners release, accidents statistics, magazines, P.G. Publication, Arms Act and Rules, M.C.P. Act Extension illicit immigration in-to Ceylon Explosive Act and Rules, Periodicals relating to Harijan Welfare, regulation of use of loudspeakers.
13. Inspection Cell To tour districts to scrutinise records of the various Police Units of the district Police and range office, to prepare preliminary notes for the Inspection of the Inspector General of Police and to watch the compliance reports on the Inspection notes. Inspection of the District Police Units include P.S. Circle, Sub-Divisional Office, District Crime Branch, District Intelligence Bureau, Armed Reserve, Police Hospital, District Police Office Stores and District Police Office.

14. Transport Purchase of Motor Vehicles condemnation and replacement of old vehicles, Sanction of repair charges, purchase of tyres, tubes etc. and all matter relating to Motor Transport in Police Department.
15. Service Rules Service Rules pertaining to the non-gazetted staff of both Executive and ministerial Staffs. Award of Indian Police Medals and Chief Minister's Medal, Exemption of prescribed physical measurements for recruitment to Police Constables Gr.II, Policemen's Families Welfare Fund.
16. Contingencies All matters relating to contingent expenditure, house building advance, Marriage advance and Scooter advance to non-gazetted officers - Police Hospitals and Dispensaries and Administration of Tamil Nadu Police Benevolent Fund.
17. Travelling Allowance and Schools. Pension to non-gazetted officers, alteration of date of birth, compassionate gratuity, sports, Promotion of H.Co. to Sub-Inspectors rules and Board conducting - Training of sub-Inspectors Police Training College and Police Recruits' School - Travelling allowance Direct recruitment of Sub-Inspectors, Reserve Sub-Inspectors, Central Detective Training School training etc.
18. Stores Arms Supply of Arms and Ammunition - Supply of tents and uncontrolled stores- Printing of Forms and Registers.
19. Store General Supply of clothings equipments, Furniture, stationery, books, bicycles (on loan-cum-subsidy basis)

20. Store Arms and Inspection Physical verification of Chief Office Stores - cost of recovery statements from other Governments and Govt. of India and other departments. Leave salary and pension contributions etc., Defaultations of Government properties and misappropriation of Government money etc. Preparation of Store and stock accounts. Scrutiny of Inspecting Store Superintendents etc.
21. Pay Audit This section deals with the following subjects.
- Matters relating to grant of increment, leave etc.
- Recovery of overpayments and fixation of pay of nongazetted staff.
2. Post Audit of Pay bills of non-gazetted staff in all districts. petition from Police Constables etc. regarding non-receipt of pay etc.
22. Staff Drawal of pay and allowances for both Ministerial and Executive staff of Chief Office Establishment. Punishment Rolls, Transfers, Postings, increments, Probation, confirmation, Casual Leave, sanction of advances, Maintenance of attendance etc. pertaining to the Chief Office staff.
23. Cash Cash transactions, Disbursement of pay and allowances of the office staff - Preparation of contingent bills and Miscellaneous bills and Miscellaneous bills. Advance from the General Provident fund accumulations, including part final withdrawal in respect of Chief Office staff, matters relating to State Police Band etc.
24. Record Keeper Maintenance of Chief Office records and furnitures and distribution of tapals to various sections etc.
25. Fair copy Fair copying and despatch work of the whole Chief Office.

